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ANNEXATION STUDY DUNN, NORTH CAROLINA

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Technical Assistance Provided By:
Division of Community Planning
Department of Conservation and Development
State of North Carolina

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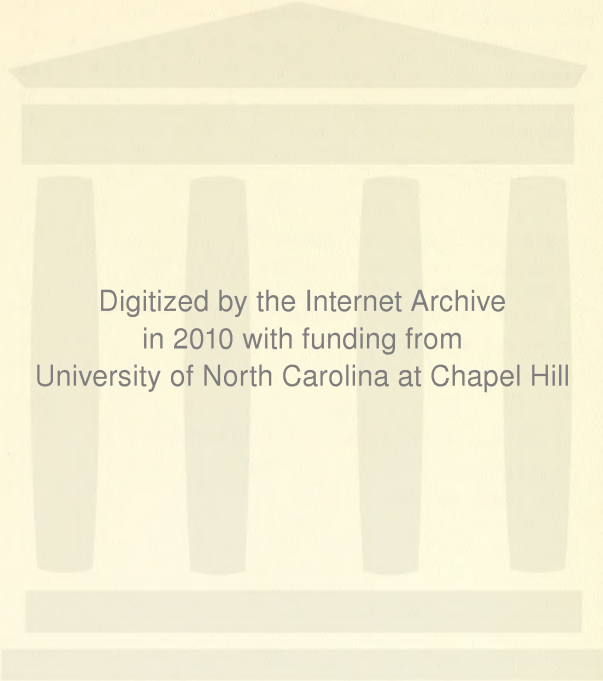
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INTRODUCTION

Cities were originally established to provide protection for those people who lived within their boundaries. The most common safeguard used was the building of ramparts or high walls enclosing the community. As the villages grew and the enclosed protected space was developed, the people would build their homes outside the walls but close enough to the community so that in the event of danger refuge could be sought within the walls. Eventually, the areas outside the walls became so developed that a larger wall encompassing the new areas was necessary if adequate protection was to be provided.

Modern municipalities have much in common with the old, walled cities, for they too provide protection. Whenever a large group of people settle in close proximity to one another, then problems of health, safety, morals and general welfare arise. The present day municipality functions to protect its citizens by providing services and facilities which are designed to provide not only the necessary protection but also to make urban living convenient.

Like the residents of the walled city, some citizens of Dunn build their homes, either through necessity or desire, outside the realm of protection of the municipality. Some areas adjacent to but outside the corporate limits have grown to such a degree that municipal services and facilities are becoming desirable and in many cases necessary.

The purpose of this report is to study the developed areas around Dunn to determine which areas logically qualify for the extension of municipal services and annexation.

The model "garden city" concept of Ebenezer Howard in England has been used by American City and Regional Planners in the United States since the 1930's in their evaluations of the urban community as a better place to live. This led to the scholars of the social science disciplines undertaking such complex academic studies as to the optimum size of a city. Their investigations depicted the complicated inter-relationships of physical design, governmental

administration, social implications, political decisions, aesthetic environment, economic growth, and legal jurisdiction. The appropriate governing body's awareness of the desirability of establishing a policy on annexation of adjacent urban and developing land with direct relationship with the city is essential. The council must exercise its decision making responsibility on what community values would be in the best public interest of the citizenry at any given point in time and beyond that period.

The leaders and residents alike whether inside or outside the corporate limits of the municipality should be enlightened that there are no simple or absolute answers to the extension of a city's boundary.

Certain criteria should remain paramount in the minds of the responsible individuals concerned with the possibility of enlarging the present corporate limits of the city. The significant factor is the city's ability to serve the newly annexed neighborhoods. Foremost in considering a rational and enduring equitable policy on this important matter should be consideration of the urban land use growth patterns and formulization of some long range development research, analysis, and plans.

When a concentration of population occurs in a specific land area augmented governmental services are essential to the health and general welfare of the people as residents of the total community. Families are similar whether they reside within or beyond the existing political boundaries of a city. Peoples' activities are quite the same if they live, shop, work, or play on one or the other side of the municipal boundary. They demand the same sort of living benefits to which all people are entitled. They also should share in the financial responsibility for the same.

The capability of the fringe area to be annexed to contribute enough in added tax revenues to the municipality for its added services over a period of time is normally the major determining factor in the decision making process.

In addition to the financial question of whether it is economically feasible to annex an area, it is important to note

certain intangible benefits which cannot be measured in dollars and cents. Among the intangible or unmeasurable factors affecting annexation are:

- (a) the increase in population of the municipality in future decennial censuses to show a better growth figures;
- (b) the city's need for more population in order to qualify for more State and Federal funds distributed on a population basis;
- (c) the broadened tax base and increased property valuation for the town which in turn will raise the capacity of bonded indebtedness;
- (d) the desire to provide the city with prime industrial land with utilities in order to attract future industry;
- (e) the potential or growth trend of a particular area that eventually may contribute to good residential, commercial, and industrial developments plus taxes to the city. People residing in an area to be annexed will benefit by gaining better law enforcement, fire protection, garbage collection, street maintenance plus water and sewer services which help to remove any threat of health hazards by eliminating inadequate septic tanks and wells. These tangible benefits of annexation should be kept in mind because in some instances they could possibly outweigh the financial considerations.

The economic growth of a municipality depends upon periodic expansions of its boundaries to include development in its fringes. The orderly development of territory in the fringe of a city can be attributed primarily to the advantages derived from industry, business and other facilities located within the corporate limits. The health, safety, welfare and prosperity of the entire community dictates that such adjacent territory be incorporated and share in the advantages offered by the city and at the same time participate in the cost of city operations. Annexation is an integral part of the overall planning process, a tool to be used in guiding and ensuring orderly municipal growth and development. A city should develop a definite annexation policy and a continuing annexation program within the framework of its comprehensive plan.

LEGISLATION

There are two ways that a North Carolina municipality can annex territory. The older and simpler of the two methods is by petition. This method requires all of the affected property owners in the proposed annexation area to sign the petition. Under these circumstances the municipality is under no obligation to provide water, sewer, and other improvements to the area unless, of course, the municipality agrees to do so. The newer and more complex method of annexation is contained in General Statutes 160, Article 36, Part 3. The more important provisions of this law are set forth in the balance of this chapter in a condensed form.

From G.S. 160, Article 36, Part 3

Declaration of Policy

1. Sound urban development is essential to the continued economic growth of North Carolina.
2. Municipalities are created to provide the governmental services essential for sound urban development and for the protection of health, safety, and welfare in areas being intensively used for residential, commercial industrial, and governmental purposes or in areas undergoing such development.
3. Municipal boundaries should be extended, in accordance with legislative standards applicable throughout the State, to include such areas and to provide the high quality of governmental services needed therein for the public health, safety, and welfare.
4. Areas annexed to municipalities in accordance with such uniform legislative standards should receive the services provided by the annexing municipality as soon as possible following annexation.

Prerequisites to Annexation

The municipality initiating annexation shall make plans for the extension of services into the area proposed to be annexed and shall, prior to the public hearing described below, prepare a report containing:

1. Maps of the municipality and adjacent territory showing the following information:
 - A. The present and proposed boundaries of the municipality.
 - B. The present major trunk water mains and sewer interceptors and outfalls, and the proposed extensions of such mains and outfalls.
 - C. The general land use pattern in the area to be annexed.
2. A statement showing that the area to be annexed meets the requirements listed under the heading "Character of Area to be Annexed."
3. Statements describing the plans of the municipality for extending each major municipal service performed within the municipality at the time of annexation to the area to be annexed. Specifically, such plans shall:
 - A. Provide for extending police protection, fire protection, and street maintenance services to the area to be annexed on the date of annexation on substantially the same basis and in the same manner as such services are provided within the rest of the municipality prior to annexation. If a water distribution system is not available in the area to be annexed, the plans must call for reasonably effective fire protection services until water lines are made available in such areas under existing municipal policies for extending water lines.
 - B. Provide for extension of major trunk water mains and sewer outfall lines into the area to be annexed so that when such lines are constructed, property owners in the area to be annexed will be able to secure public water and sewer service according to the policies in effect in such municipality for extending water and sewer lines to individual lots or subdivisions.

- C. Set forth a proposed timetable for construction of mains and outfalls as soon as possible following the effective date of annexation, if extension of major trunk water mains and sewer outfall lines into the area to be annexed is necessary. In any event, the plans shall call for contracts to be let and construction to begin within twelve months following the effective date of annexation.
- D. Set forth the method by which the municipality plans to finance extension of services into the area to be annexed.

Character of Area to be Annexed

A municipal governing body may extend the municipal corporate limits to include any area which meets the following standards:

- 1. The total area to be annexed must meet these standards:
 - A. It must be adjacent or contiguous to the municipality's boundaries at the time the annexation proceeding is begun.
 - B. At least one-eighth of the aggregate external boundaries of the area must coincide with the municipal boundary.
 - C. No part of the area shall be included within the boundary of another incorporated municipality.
- 2. Part or all of the area to be annexed must be developed for urban purposes. An area developed for urban purposes is defined as any area which meets any one of the following standards:
 - A. Has a total resident population equal to at least two persons for each acre of land included within its boundaries; or,
 - B. Has a total resident population equal to at least one person for each acre of land included within its boundaries, and is subdivided into lots and tracts such that at least 60% of the total acreage consists of lots and tracts five acres or less in

size and such that at least 60% of the total number of lots and tracts are one acre or less in size; or,

- C. Is so developed that at least 60% of the total number of lots and tracts in the area at the time of annexation are used for residential, commercial, industrial, institutional, or governmental purposes, and is subdivided into lots and tracts such that at least 60% of the total acreage, not counting the acreage used at the time of annexation for commercial, industrial, governmental, or institutional purposes, consists of lots and tracts five acres or less in size.
- 3. In fixing new municipal boundaries, a municipal governing board shall, wherever practical, use natural topographic features such as ridge lines and streams and creeks as boundaries, and if a street is used as a boundary, include within the municipality land on both sides of the street and such outside boundary may not extend more than 200 feet beyond the right-of-way of the street.

Procedure for Annexation

- 1. Notice of Intent - Any municipal governing board desiring to annex territory under the provisions of this part shall first pass a resolution stating the intent of the municipality to consider annexation. Such resolution shall describe the boundaries of the area under consideration and fix a date for a public hearing on the question of annexation, the date for such public hearing to be not less than thirty days and not more than sixty days following passage of the resolution.
- 2. Notice of Public Hearing - The notice of public hearing shall:
 - A. Fix the date, hour, and place of the public hearing.

- B. Describe clearly the boundaries of the area under consideration.
 - C. State that the report containing the information called for under the heading Character of Area to be Annexed will be available at the office of the municipal clerk at least fourteen days prior to the date of public hearing.
 - D. Be given for publication in a newspaper having general circulation in the municipality once a week for at least four successive weeks prior to the date of the public hearing.
3. Passage of Annexation Ordinance - The municipal governing board shall take into consideration facts presented at the public hearing and shall have authority to amend the report mentioned above and to make changes in the plans for servicing the areas proposed to be annexed so long as such changes meet the requirements listed under the heading Character of Area to be Annexed. The municipal governing board shall have authority to adopt an ordinance no sooner than the seventh day nor later than the sixtieth day following the public hearing, extending the corporate limits of the municipality to include all, or such part, of the area described in the notice of public hearing which meets the requirements of the section Character of Area to be Annexed and which the governing board has concluded should be annexed.
- The ordinance shall:
- (1) Contain specific findings showing that the area to be annexed meets the requirements listed under the heading Character of Area to be Annexed. The external boundaries of the area to be annexed shall be described by metes and bounds.
 - (2) Include a statement of the intent of the municipality to provide services to the area

being annexed as set forth in the required report.

- (3) Contain a specific finding that on the effective date of annexation the municipality will have funds appropriated in sufficient amount to finance construction of any major trunk water mains and sewer outfalls found necessary in the required report to extend the basic water and/or sewer system of the municipality into the area to be annexed, or that on the effective date of annexation the municipality will have authority to issue bonds in an amount sufficient to finance such construction. If authority to issue such bonds must be secured from the electorate of the municipality prior to the effective date of annexation, the effective date of annexation shall be no earlier than the day following the statement of the successful result of the bond election.
- (4) Fix the effective date of annexation. The effective date of annexation may be fixed for any date within twelve months from the date of passage of the ordinance.
4. Effect of Annexation Proceedings - From and after the effective date of the annexation ordinance, the territory and its citizens and property shall be subject to all debts, laws, ordinances, and regulations in force in such municipality and shall be entitled to the same privileges and benefits as other parts of such municipality. The newly annexed territory shall be subject to municipal taxes levied for the fiscal year following the effective date of annexation.
5. Simultaneous Annexation Proceedings - If a municipality is considering the annexation of two or more areas which are all adjacent to the

municipal boundary but are not adjacent to one another, it may undertake simultaneous proceedings under authority of this part for the annexation of such areas.

6. Remedies for Failure to Provide Services - If, not earlier than one year from the effective date of annexation and not later than fifteen months from the effective date of annexation, any person owning property in the annexed territory shall believe the municipality has not followed through on its service plans adopted under provisions of this part, such person may apply for a writ of mandamus under the provisions of Article 40, Chapter 1 of the General Statutes. Relief may be granted by the judge of Superior Court if it can be proved that the level of services offered within the newly annexed area has not been raised to that of the annexing municipality or if contracts have not been let within the required period.

CHARACTERISTICS OF STUDY AREAS

One of the first steps in the preparation of this study was to divide the fringe area into study areas. With usable information presented in this manner, the municipality may decide upon annexation on an area-by-area basis.

The areas selected for study purposes can be seen on the Annexation Study Areas and Development Map. The areas are large enough in size to include all the substantially developed land contiguous to the existing corporate limits. The areas outlined should remain flexible permitting adjustments in actual annexation, i.e., each area could be broken down into smaller areas acceptable to the residents involved if the area could still meet the legal requirements. The Proposed Annexation Study Area boundaries were drawn according to land use patterns and the criteria of G. S. 160-36-3.

Proposed Annexation Study Area A is located on the north side of town and comprises several subdivisions. Area A could be reasonably considered as two separate districts and easily divided for separate decisions concerning future annexation. The area is a predominantly residential development with city water but no sewer system provided. Currently, there are 72 dwelling units and an estimated population of 259 residing here.^{1/} Annexation of this study area would increase the physical size of the City of Dunn by one hundred and forty-eight acres.

Proposed Annexation Study Area B is also located on the north side of town and comprises predominately residential districts in the vicinity of Highway 301 North. Part of the developed area is served by city water and the majority of residents here utilize

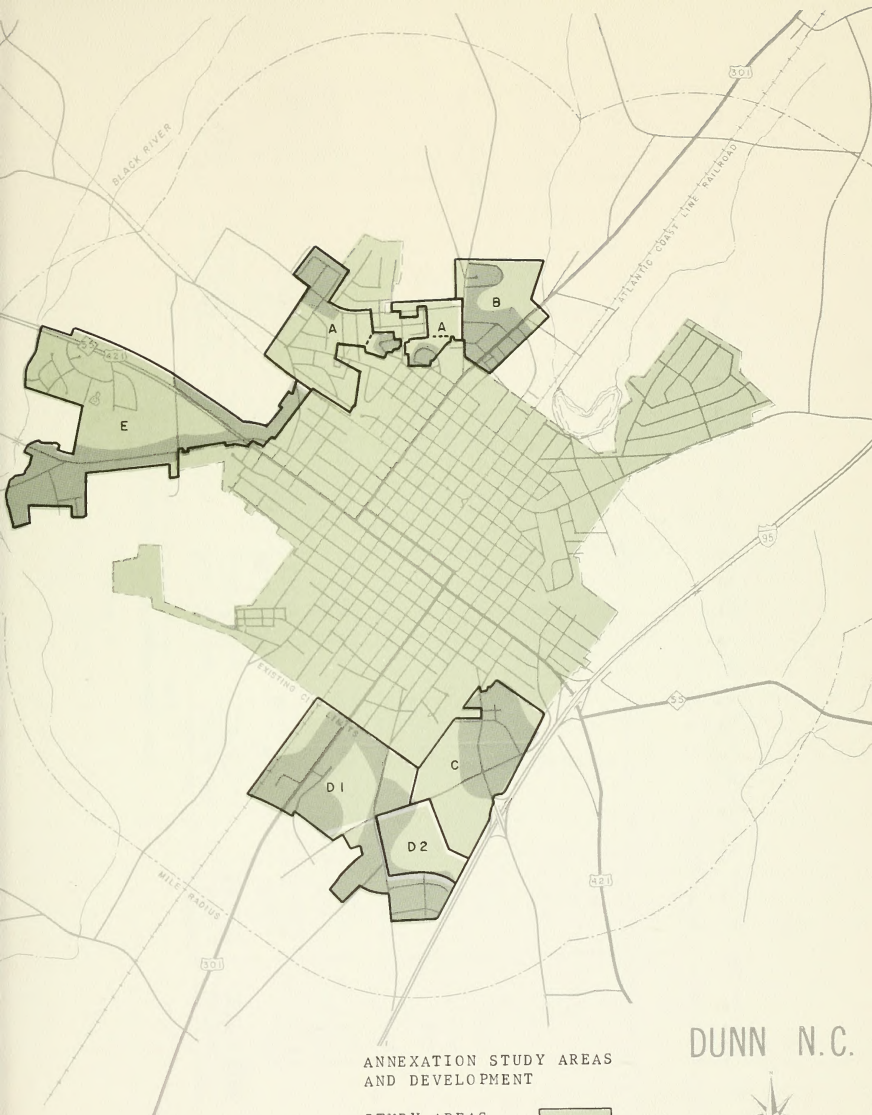
^{1/} Computed by multiplying 3.6 persons (average number of persons per occupied dwelling unit in the area - Averagesboro Township - as revealed by the 1960 Census of Population) times the number of dwelling units counted in the area in the 1966 Field Survey by the Division of Community Planning.

septic tanks at their dwellings. Currently, there are 49 dwelling units with a population estimate of 176 additional citizens. Annexation would increase the physical size of the City of Dunn by ninety-three acres.

Proposed Annexation Study Area C is located on the south end of the corporate limits and the development on the northwest side of Interstate 95. This primary entrance to town is extremely important to the image of Dunn because it is the well travelled artery linking the downtown district by Interstate 95 which will undergo substantial economic growth in the future. Part of this potential developing area is now being served by town water lines but needs some comprehensive sewer system. Annexing would increase the municipality by 77 residences and an estimated population of 277 citizens while also adding another one hundred and thirty-six acres to the present size of the city.

Proposed Annexation Study Area D₁ and D₂ are located on the west side of the corporate limits. It is an area of urban sprawl and a variety of urban and rural development in terms of land utilization. It is for the most part lower economic type residential uses. However, encouraging signs are apparent there is an abundance of urban space worth preserving. A portion is now served by or could be connected to municipal water service. Annexation of this area would add 62 households and a population of 223. It would also increase the size of the city by two hundred and seventy-two acres of land.

Proposed Annexation Study Area E is located on the west side of the present corporate limits of the City. It is presently an area of strip development containing an incompatible mixture of agricultural, residential, commercial, and industrial land uses. New stores and factories are in this district as well as a residential subdivision and proposed shopping center. It is a transitional area with encouraging patterns of new development taking place. The proposed area extends in a west direction as far as Black River which is the limit of annexation jurisdiction for the City of Dunn under current state legislation. The delineated study area presently contains 95 dwelling units with an estimated population of 342 citizens. However, these figures will conservatively double in the near future as the new developments are occupied. The area also comprises three hundred acres which would increase the present corporate limits for the City of Dunn, considerably.



DUNN N.C.



TABLE A

ANNEXATION STUDY AREA ANALYSIS

<u>STUDY AREA</u>	<u>LAND SIZES (ACRES)</u>	<u>PERIMETER LENGTH</u>	<u>CONTIGUOUS BOUNDARY</u>	<u>NO. OF DWELLING UNITS</u>	<u>HOUSE- HOLD FACTOR</u>	<u>ESTIMATED POPULATION</u>
A	148	21,000 ft.	13,400 ft.	72	3.6	259
B	93	9,000 ft.	2,200 ft.	49	3.6	176
C	136	11,400 ft.	5,000 ft.	77	3.6	277
D ₁	215	18,880 ft.	2,800 ft.	57	3.6	205
D ₂	57	6,600 ft.	6,000 ft.	5	3.6	18
E	300	24,800 ft.	5,200 ft.	95	3.6	342
TOTAL	949	92,080 ft.	34,600 ft.	355	3.6	1277

TABLE B
CORRESPONDENCE OF STUDY AREAS WITH
LEGAL REQUIREMENTS FOR ANNEXATION

LEGAL REQUIREMENTS FOR ANNEXATION											
Study Area	(b-2) a/ Percent of Contiguity Boundary (Min. of 12.5% needed)	(c-1) a/ Persons Per Acre (Min. of 2 persons per acre needed)		(c-2) a/ Percent of Total Acreage in Lots & Tracts 1/5 Acres or Less in Size (Min. of 60% needed)		(c-3) a/ Percent of Total No. of Lots & Tracts in Urban Use (Min. of 60% needed)		d-2 a/ Percent of Total Res. & Undeveloped Acreage in Lots & Tracts 1/5 Acres or Less in Size (Min. of 60% needed)		Does Area Meet State Legislation Requirements	b/ How Area Meets State Legislation Requirements
		Persons Per Acre (Min. of 2 persons per acre needed)	Persons Per Acre (Min. of 1 person per acre needed)	Percent of Total Acreage in Lots & Tracts 1/5 Acres or Less in Size (Min. of 60% needed)	Percent of Total No. of Lots & Tracts in Urban Use (Min. of 60% needed)	Percent of Total No. of Lots & Tracts in Urban Use (Min. of 60% needed)	Percent of Total Res. & Undeveloped Acreage in Lots & Tracts 1/5 Acres or Less in Size (Min. of 60% needed)				
A	63%	1.7	1.7	92	88	80	92	63	Yes	Yes	b-2, c-2, c-3 and d-2
B	24%	1.9	1.9	58	96	60	87	24	Yes	Yes	b-2 and c-3
C	44%	2.0	2.0	50	85	84	44	44	Yes	Yes	b-2 and c-1
D ₁	15%	1.0	1.0	36	82	62	60	15	Yes	Yes	b-2 and c-3
D ₂	91%	.3	.3	--	--	--	--	91	Yes	Yes	b-2 and d-2
E	21%	1.1	1.1	76	90	47	79	21	Yes	Yes	b-2 and c-2
		1.3	1.3								

a/ Requirements of State Legislation G. S. 160-453.16

b/ All areas must meet the requirements of (b-2) and in addition the requirements of either (c-1), (c-2), (c-3) or (d-2).

EXPENDITURES

An important requisite for annexation by North Carolina communities is that municipal services shall be extended to newly annexed areas as soon as possible following annexation. These municipal services include the extension of police protection, fire protection, garbage collection, water distribution, sewer service, and street lighting and road maintenance. These services should be provided on substantially the same basis and in the same manner as such services are provided within the existing municipality.

North Carolina communities are required by State Law (G.S. 160-453.3) to extend the above mentioned services to newly annexed areas. This being the case, it is important that a town, before annexing areas, prepare cost estimates and examine methods of financing the services so that a better understanding of the city involvement in terms of dollars is achieved.

STREET MAINTENANCE: If the municipality annexes all the proposed study areas it will add a total of about 87,910 lineal feet of streets to the city's present mileage. Some major streets would be maintained by the State Highway Commission. The City of Dunn assesses property owners for the initial road paving - no city tax funds are used (see city policy on street paving in the appendix). Maintenance of existing paved roads within the study areas would become an integral part of the municipalities' established program with subsequent funds provided from annual Powell Bill receipts (no city tax funds are used).

STREET LIGHTING: Additional lanterns will be required in the new annexation study areas. Estimates were made as to location and number by spacing at least every 500 feet and at all intersections. This is substantially the same basis as provided for within the present corporate limits. Using this criteria the funds required for additional street lighting in the proposed annexation study areas would total some \$4,600 per year. This is broken down at \$1,200 for Area A, \$400 for Area B, \$500 for Area C. \$1,000 for Area D, and \$1,500 for Area E.

GENERAL ADMINISTRATION: (Includes the following functions of government - legislative, executive, judicial, elections, finance, law, recording, planning and zoning, building maintenance, and equipment). All functions active within the framework of the municipal government can be included in this comprehensive category of administrative costs. It is operated on a tax fund budget totalling a sum of \$67,720 for the 1964-65 fiscal year. Using an estimated 1965 population figure of 7,600, this amounts to \$8.91 per capita. Increased overall municipal service costs are calculated by multiplying this per capita cost by the estimated number of residents in each annexation study area.

WATER DISTRIBUTION:

The city particularly meets the requirements of the General Statutes (G.S. 160-453.15, (3) in that the city has major trunk water mains located adjacent to study areas A, B, C, D, and E, so that property owners in the areas will be able to secure public water service, and to extend water service to individual lots or subdivisions, according to the policies in effect in the city. Water mains are extended within the city upon receipt of a petition signed by a majority of property owners residing on a street (See City Policy in the Appendix on Water Line Connections and Extensions).

In compliance with the provisions of the General Statute 160-453.15 (3) b, c, and d, a plan for the extension of major trunk water mains throughout any part of the proposed study areas not now served has been proposed and is included in this report, as shown on the city water system map. A contract will be let for the proposed major lines when a petition is received from the adjacent property owners or within one year after annexation. The map illustrates the general location of existing and proposed major trunk water lines. The total estimated cost for construction of proposed lines within the study areas are as follows:

Study Area A

There are existing major trunk lines adjacent to Study Area A and it has been estimated by the city's engineer that six and eight inch lines within this area would be of sufficient size to handle the needs of the area (lines of this size are financed from benefit assessments levied against the abutting property owners).

Study Area B

To serve this area a twelve inch main will be needed immediately. The estimated cost of such a main would be \$17,600. To finance this project it would be necessary for the city to sell general obligation bonds (excluded from the city's net debt). These bonds would primarily be amortized by water revenues. Approximately

\$10,400 of the \$17,600 cost (or the cost of an eight inch line) would be recovered within five years from benefit assessments levied against the adjacent property owners. In order to meet the State enabling legislation however, it would be necessary for the city to extend major trunk water lines into the area so that other smaller lines that are extended by petition may connect with the municipal water system.

Study Area C

The total estimated cost for construction of the proposed line within this study area is \$12,000. To finance this project it would be necessary for the city to sell general obligation bonds (excluded from the city's net debt). These bonds would primarily be amortized by water revenues.

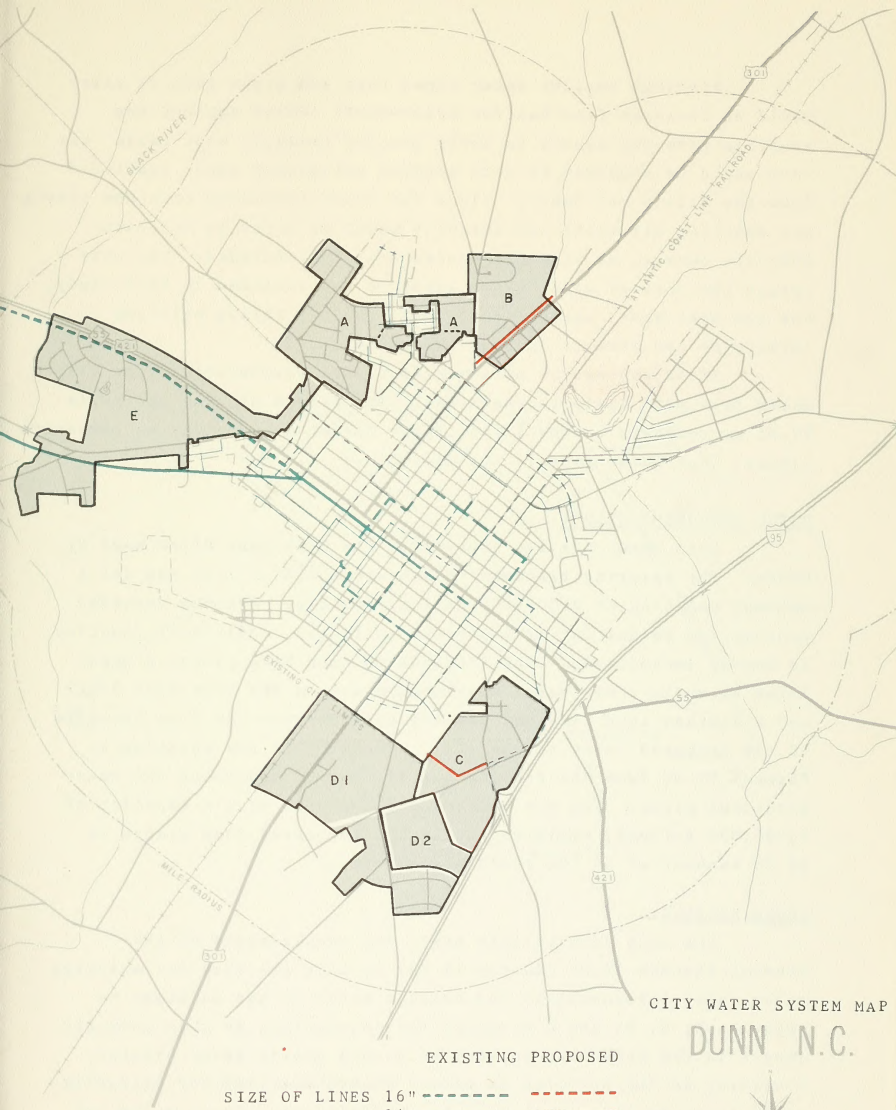
Approximately \$7,100 of the \$12,000 cost (or the cost of an eight inch line) would be recovered within 5 years from benefit assessments levied against the adjacent property owners. In order to meet the state enabling legislation; however, it would be necessary for the city to extend major trunk water lines into the area so that other smaller lines that are extended by petition may connect with the municipal water system.

Study Area D

There are existing major trunk lines located adjacent to Study Area D and it has been estimated that six and eight inch lines within this area would be of sufficient size to handle the needs of this area. (Lines of this size are financed from benefit assessments levied against the abutting property owners.)

Study Area E

There are two existing lines (a sixteen inch and fourteen inch line) that extend through this area that provide for the major trunk water lines needed. Minor lines would be of six or eight inch in size and would be financed from benefit assessments levied against the abutting property owners.



CITY WATER SYSTEM MAP

DUNN N.C.

EXISTING PROPOSED

SIZE OF LINES	EXISTING	PROPOSED
16"	-----	-----
14"	-----	-----
12"	-----	-----
10"	-----	-----
8"	-----	-----
6"	-----	-----



Although smaller water lines (six and eight inch in size) would be financed from benefit assessments levied against the abutting property owners in newly annexed areas, in most cases the city would be required to sell general obligation bonds (excluded from the city's net debt). Since the bonds (excluded from the city's net debt) and all costs and interest would be borne by adjacent property owners, no city tax monies would be included. For this reason the cost of minor water lines is not included in this study. For the most part, these lines would probably follow existing streets or new streets as they are constructed.

After annexation of any area under consideration, the city's water rate will apply to the areas. The city's minimum charge is \$1.65 as compared to the \$3.30 charge for areas outside the corporate limits. (See water rate in the Appendix.)

WATER TREATMENT PLANT:

Dunn draws its raw water from the Cape Fear River west of Erwin. The existing treatment plant was built in 1926 and has a maximum capacity of 2,000,000 gallons per day. Maximum recorded consumption in one day is 2,450,000 gallons.) Additional capacity is needed immediately. The citizens of Dunn have passed a bond issue to build a new water treatment plant on the Cape Fear River and a sixteen inch line has already been constructed from the site of the proposed plant to the city. The city is now awaiting a Federal Grant from the Housing Act of 1965 to construct the water treatment plant. The new treatment plant will have a capacity of 4,000,000 gallons, ample to handle the increased load placed on it by annexation of the areas under study.

SEWER SERVICE:

The city particularly meets the requirements of the General Statute (G.S. 160-453.15 (3) in that the city has existing major sewer interceptions and outfall lines in and adjacent to areas A, B, C, D, and E proposed for annexation, so that property owners in the area will be able to secure public sewer service, according to the policies in effect within the city for extending sewer lines to individual lots or subdivisions. Sewer mains are

extended within the city upon receipt of a petition signed by a majority of property owners residing on a street (see City Policy in Appendix on sewer line connections and extensions).

In compliance with the provisions of the General Statute 160-453.15 (3) b, c, and d, a plan for the extension of major outfall lines throughout any part of the study areas not now served has been proposed and is included in this report, as shown on City Sewer System Map. A contract will be let for the proposed lines when a petition is received from the adjacent property owners or within one year after annexation. The map illustrates the general location of existing and proposed lines. The total estimated cost for construction of proposed lines within the study areas are as follows:

Study, Area A

To serve this area 1,250 feet of ten inch sewer line will be needed at a total estimated cost of \$7,200. To finance this project it would be necessary for the city to sell general obligation bonds (included in the city's net debt). These bonds would primarily be amortized by water revenues.

Approximately \$6,300 of the \$7,200 cost (or the cost of an eight inch line) would be recovered within 5 years from benefit assessments leveled against the adjacent property owners. In order to meet the State enabling legislation; however, it would be necessary for the city to extend major sewer lines into the area so that other smaller lines that are extended by petition may connect with the municipal sewer system.

Study Area B, C, D, and E

There are existing sewer trunk lines in Study Area B (eight inch) and Study Area C (eighteen inch). A large trunk line extends west of Study Area E (eighteen inch) and just to the east of Study Area D. It has been estimated by the city's engineer that eight inch lines would adequately handle the needs of these study areas. (Lines of this size are financed from benefit assessments levied against the abutting property owners.)

After annexation of any area under consideration, the city's sewer service charge would apply to the area: the city's minimum charge is \$1.00 as compared to the \$2.00 charge for areas outside the corporate limits (see sewer rate information in the Appendix).

SEWER TREATMENT PLANT:

Major (eighteen inch) outfall lines have already been constructed to two proposed sewer treatment plants to be located at (1) Black River at Juniper Creek and (2) approximately one mile east of the city adjacent to N.C. 55 on Mingo Swamp. Each of the plants will be able to serve approximately 5,000 people. This is more than the anticipated 8,900 population to be served following annexation (7,600 in city + 1,277 in the study areas). The proposed sewer treatment plants will cost a total of \$500,000 and a general obligation bond issue for the local funds has been approved by the people of Dunn. The project is now waiting for a Federal grant to be obtained through Public Law 660. (Federal Water Pollution Control Administration, U.S. Department of Health, Education and Welfare).

Thus the capacity of the new sewer treatment plant will be ample to handle the needs of all areas considered for annexation.

POLICE DEPARTMENT:

The annual expenditure for the fiscal year 1964-1965 for law enforcement and police protection (\$58,586) was divided by the town's estimated 1965 population (7,600) to obtain the yearly cost per capita (\$7.71). This amount was then multiplied by the population in the various study areas to obtain a rough idea of

the amount of additional funds required to provide the same quality of service to the proposed annexed areas.

In addition to the normal increase in equipment and personal needs as a result of increasing the area served, the police department is already about two men short. The addition of two more men to the police department would increase the per capita cost of \$7.71 by approximately \$1.20 or to a total estimated cost of \$8.91 per capita to provide adequate police service.

Any additional load on the police department would require another patrol car and a crew of three men. If possible, therefore, several areas should probably be annexed at the same time to obtain maximum economy in police service.

It has been estimated that the addition of another patrol car (\$2600) and an additional man (\$4,500 annually) would be required if the study areas were annexed. There are other police administrative costs the areas would have to bear of course, a per capita cost of \$8.91 therefore would provide an adequate level of police service in the study areas.

FIRE PROTECTION:

Fire protection services are provided to Dunn and the surrounding rural area (up to 10-12 miles from Dunn with a population of 15,000 to 18,000) by a volunteer fire department of 25 men including a chief, assistant chief, two captains, and one lieutenant. Plans are under way to organize a rural fire department and it is expected fire protection services from the Dunn Fire Department will be limited to the incorporated limit after May 1st, 1967. Currently a \$200 service charge is made to answer fire calls in the rural area. The rural residents contribute nothing to the cost of maintenance of equipment or the purchase of new equipment, however.

The fire department has three 750 gpm pumper fire trucks (a 1941 Mack, 1950 Mack, and 1952 FWD truck). Two fire stations are located in the city (a three bay station is in the basement of the new city hall, Edgerton Street at Magnolia Avenue; and the #2 station is located on West Harnett Street and North General Lee Avenue.)

The fire department now provides service to the areas considered for annexation. The radius of service will be reduced to that of the corporate limits once the rural fire department begins to function. The fire department, therefore, would serve approximately 9,000 people instead of the present 18,000. The town's current class 7 rating would not be affected by the annexation of the areas under consideration.

No new fire equipment or facilities would be needed to serve the areas proposed for annexation. The following additional facilities and men are needed by the fire department regardless of whether or not the areas under consideration are annexed.

- 3 additional fulltime men.

- ladder fire truck (to serve new hospital and other tall buildings in the city)

REFUSE COLLECTION: Trash is collected twice a week by city employees and disposed of at the municipal dump site. Provision of this service to all those residents within the annexation study areas would require increased financial costs possible proportionate to the population estimates for these various physical extensions. Therefore, the annual per capita costs (\$6.01) were calculated from present refuse collection expenditures for town residents and figured on the same basis for those living within the prescribed delineations.

The annexation of 1,277 people to the city will add on a per capita basis an additional \$7,670 cost for refuse collections. In addition to the normal increase that is to be expected due to an increase in the area served, the already over-extended refuse collection department would require an additional packer garbage truck (\$11,000) and 3 additional men (at each \$3,500 annually) - total cost \$21,500. Not all of the cost of the new garbage truck and three men would be assigned to the areas proposed for annexation and the cost of the truck would probably be divided into several payments extending over three years. The total estimate for extending refuse collection services would be approximately \$12,800 or \$10.00 per capita.

OTHER SERVICES: Certain other governmental activities vital to the welfare of the residents of any community are not included in this discussion. Some of these have jurisdictional immunity and are governed by various other authorities, i.e., the school district, county welfare and health agencies. The library, courts, cemetery, etc. would not be significantly affected by the annexation of the study areas.

TABLE C
ESTIMATED MUNICIPAL ANNEXATION EXPENDITURES

	STUDY AREAS						
	A	B	C	D ₁	D ₂	E	TOTAL
<u>Capital Costs</u>							
Water Dist.	----	\$17,600	\$12,000	---	---	----	\$29,600
Sewer Service	\$7,200	----	----	---	---	----	\$ 7,200
Police Service (\$2,600 Patrol Car)	\$ 500	\$ 400	\$ 600	\$ 400	---	\$ 700	\$ 2,600
Refuse Collection (About half \$5,800 of \$11,000 packer assigned to study areas)	\$1,200	\$ 800	\$ 1,300	\$ 900	---	\$1,600	\$ 5,800
Subtotal	\$8,900	\$18,800	\$13,900	\$1,300	----	\$2,300	\$45,200
<u>Annual Operating Costs</u>							
General Admin. (\$8.91 per capita)	\$2,300	\$ 1,600	\$ 2,500	\$1,800	\$200	\$3,100	\$11,500
Street Lighting	\$1,200	\$ 400	\$ 500	\$1,000	----	\$1,500	\$ 4,600
Police Dept. (Annual salary of almost two men)	\$1,800	\$ 1,200	\$ 1,900	\$1,400	\$100	\$2,400	\$ 8,800
Refuse Collection (Annual salary of two men)	\$1,400	\$1,000	\$ 1,500	\$1,100	\$100	\$1,900	\$ 7,000
Subtotal	\$6,700	\$4,200	\$ 6,400	\$5,300	\$400	\$8,900	\$31,900
Total	\$15,600	\$23,000	\$ 20,300	\$6,600	\$400	\$11,200	\$77,100
<u>Estimated Population</u>							
Population	259	176	277	205	18	342	1,277

REVENUES

Along with the responsibility of providing newly annexed areas with the normal municipal services comes a broader base of taxation to the community to help defray the initial cost of these improvements. Some financial outlays will be one time only for new construction, while others will be recurring such as the maintenance and administrative expenses.

The municipality will collect additional real property taxes on the structures and land within the prospective areas of annexation and realize profits from selling more license tags for the local vehicles each year. Business establishments are also obligated to pay for a privilege license to conduct their various activities within the corporate limits. Road maintenance within the newly annexed areas would be subsidized by state funds from the Powell Bill. Additional funds would be acquired from the sale of water to those connected to the municipal system.

POWELL FUNDS: Powell Bill Funds are State revenues derived from a tax on gasoline. The money received is paid back to the municipality on two bases. \$1.89 per capita based on the last decennial census (1960) and \$450 per mile for city maintained streets within the corporate limits. Should the municipality decide to annex the study areas and using the above mentioned formula for computing estimates of this additional annual revenue, Area A would realize some \$2,860, Area B would receive \$576, while Area C would acquire \$1,451 and Area D would be entitled to \$2,250, and Area E, \$3,235. The sum of all the areas combined could total in excess of \$10,000 each year.

ADVALOREM TAXES: Land and improvements property taxes would be a major additional revenue source if the various study areas were annexed. The current \$1.35 per \$100.00 assessed value of real property in Dunn was based on the present policy of taxation which computes assessed value as 65% of the true value. The figures in Table D were compiled from the records in the Tax Collector's Offices in the County Courthouse.

Study Area A and B includes mostly new residences; Study Area C mostly new housing but some older housing; Study Area D includes new housing and new commercial and industrial uses as well; and Study Area E includes older housing and new commercial and industrial areas.

TOWN TAGS: The municipalities sell license plates as a revenue source in most North Carolina towns and cities. This gives the town some beneficial advertisement as well as a slight monetary gain while providing the driver and passengers a sense of identity with their community. If the proposed study areas are annexed, there would be a substantial increase in the number of private vehicles displaying the Dunn tags on their automobile. The number of households in each area and the \$.90 per year on each car was used in this estimate (\$1.00 tag minus 10¢ for tag material cost). A variable factor of automobile per household was evident and corellated with the economic group. 1.5, 1.0, 1.0, 1.0, and 1.0 were used in Areas A, B, C, D, and E, respectively. This formula accounted for an estimate of some 351 vehicles in these urban fringes.

PRIVILEGE TAXES: The approximate current rate per year on private commercial establishments was multiplied by the number of existing commercial uses in this classification as observed by a field survey. If annexation were to occur in these areas, an increase in commercial land use would proportionately augment this minor tax resource.

TABLE D
ESTIMATED MUNICIPAL ANNEXATION REVENUES

STUDY AREA	ESTIMATED PROPERTY TAX INCOME	BUSINESS PRIVILEGE LICENSES	TOWN AUTO TAGS	ADDITIONAL POWELL FUNDS	INCREASED INCOME a/ PER YEAR
A	\$ 6,200	\$ 20	\$ 84	\$ 2,860	\$ 6,304
B	\$ 3,000	\$ 220	\$ 27	\$ 576	\$ 3,247
C	\$ 7,900	\$ 160	\$ 71	\$ 1,451	\$ 8,131
D ₁ & D ₂	\$ 6,800	\$ 80	\$ 61	\$ 2,250	\$ 6,941
E	\$ 8,100	\$ 480	\$ 73	\$ 3,235	\$ 8,653
TOTAL	\$32,000	\$ 960	\$316	\$10,372	\$33,276

a/ Excluding Powell Bill funds which are used for road maintenance and construction only. The cost of road maintenance and construction are not included in the expenditures; therefore, the monies received from Powell Bill funds are also excluded.

TABLE E
COST REVENUE BALANCE SHEET

STUDY AREA	INCREASED INCOME PER YEAR	ADDITIONAL ANNUAL EXPENDITURES	ADDITIONAL ^{a/} CAPITAL EXPENDITURES (Cost Per Year)	TOTAL OF ADDITIONAL EXPENDITURES (Cost Per Year)	DEFICIT DURING FIRST YEAR	NO. OF YEARS NEEDED TO BALANCE ^{b/} REVENUES ^{c/} EXPENDITURES	SUGGESTED ANNEALATION PRIORITY
A	6,304	6,700	1,400	8,100	-1796	2	1 ^{b/}
B	3,247	4,200	2,000	6,200	-2953	2	5
C	8,131	6,400	1,900	8,300	-169	2	2
D ₁ & D ₂	6,941	5,700	700	6,400	+541	1	4
E	<u>8,653</u>	<u>8,900</u>	<u>1,200</u>	<u>10,100</u>	<u>-1448</u>	<u>2</u>	<u>3</u>
	33,276	31,900	7,200	39,100	-5824	2	

a/ The repayment of capital items are programmed as follows:

Repayment of packer garbage truck programmed over three years.
Repayment of sewer and water lines programmed over 20 years at 4% interest.

b/ Portion of Study Area A that includes Jones-Guy Subdivision, and Fairfield Circle.

c/ Computed by dividing total additional annual expenditures by increased income received each year.

CONCLUSION

In this study, the annexation study areas were delineated with regard to land use and development patterns. Governmental services and physical improvements established a basis for increased expenditures and revenues. The existing state legislation was used to establish the legal eligibility for annexation of each area.

There are many tangible advantages afforded to residents of a town which those people residing beyond the town limits cannot enjoy. The Town is obligated to maintain streets, provide pure water, carry away sewage, pick up trash, provide recreation and playgrounds, street lighting, fire and police protection. These vital services are now only partially received by outsiders and then only at increased rates. There should be an attraction for "outside" residents to annex to the town to avail themselves of the privilege and opportunity to vote in all town elections, thereby increasing their voice in municipal government and the general welfare of all the residents of the community in the comprehensive sense of the word.

The newly annexed citizen will receive a better quality of services than has been the case while residing beyond the present corporate limits. The town can benefit from providing a more standard form of services to the entire community on a comprehensive basis.

It is recommended that all of the study areas, except a portion of Study Area A be annexed to the city, and annexed in the following sequence and time schedule:

1st stage- <u>study area A (part only</u> <u>Jones-Guy subdivision, Fairfield</u> <u>Circle) C, and E</u>	<u>Annexed prior to</u> <u>June 30th of:</u> 1967
2nd stag - <u>study area D₁, D₂, B,</u> <u>and part of A (Camellia Acres Subdivision</u> <u>and Brookwood Subdivision)</u>	1968

The first stage annexation (prior to June 30, 1967) would add about 691 people and 455 acres. Continued residential development in the area would boast the aggregate population figure by the 1970 census.

The second stage annexation (prior to June 30, 1968) would add about 572 people and 466 acres. This would leave not annexed about 14 people and 28 acres in a portion of study area A.

The proposed annexation plan is actually quite modest in scope by contemporary standards and competitive forces in the private and public sectors of our economy. To do less than this will deny the current and future citizens of the City of Dunn the prosperity they deserve. Land within the city's constrictive limits is now substantially developed and outlying land has been committed for development in a majority of cases. Without some additional land area for expansion the municipality cannot keep pace with the neighbors on either side or hope to provide old and new residents and industries with favorable alternatives for growth and a pleasant environment to work and live.

It should be pointed out that there are areas already within the city that may not contribute enough revenue to cover the expenditures they create. But the health, safety, and general welfare of the whole community demand that they be a part of the city. Since cities are created to provide for this health, safety and general welfare of an incorporated area, it is equally justifiable that services be provided for the entire urban area, since the fringe is essentially an integral part of the same urban unit.

The expenditures for the areas as indicated are reasonable expenditures considering the physical size and population that would be annexed. The tables offer a means of weighing the annexation proposals. The actual expenditures for services in the study area will be more accurately determined after a few years of service to the area. It has been shown in the tables and text that annexation of all of the proposed study areas in this report would increase the existing physical size of the City of Dunn by 949 acres, while increasing the population by 1,277 persons. With these substantial and impressive gains come the added expense and responsibility to finance and implement improvements and services. Anticipated municipal revenue estimates would require several years to pay for these new areas within the corporate limits of the City of Dunn. Realistically, there would be no monetary profits for the municipality for a

considerable period, but nevertheless the City should have a moral responsibility to provide the new citizens with better living in turn for their contribution to the economic growth of the community.

It is evident, from the Population and Economy Study, that significant future growth will depend on annexation. The annexation of the selected urbanizing fringe areas will provide additional population to the city and provide the opportunity for orderly residential, industrial, and commercial development.

This would offer a chance for the city to grow, both physically and economically. In addition, a great number of people can be housed within the proposed annexation areas, besides the existing population, which would give Dunn a more impressive image on the 1970 U. S. Decennial Census.

It should be realized that any annexation program will be expensive unless the area to be annexed can pay off the cost of capital improvements out of the revenue it generates. Of course, new construction and tax values would be encouraged by the availability of city utilities and services in the annexed areas. Therefore, some combination of the proposed areas with either all or portions of the areas should prove workable.

In summary, it is hoped that this study might prove to be a useful guide to the city both in present and future annexation efforts. If the data and recommendations contained in this report are applied in a scientific manner by the City, problems associated with urban expansion can be minimized.

It must be pointed out that this study is made at a particular point in time. Any number of factors can change the financial picture. It is almost certain that prices will continue to rise making capital and maintenance costs higher.

With annexation of the new areas, control of development in the community outside of the corporate limits extends to areas formerly beyond the limits of jurisdiction and, consequently, helps to avoid developmental problems in territory that are within the comprehensive urban planning community.

CITY POLICY: Water Line Connections and Extensions

Connections to Existing Water Line -

When making a house connection to an existing water line, the special assessment levied against the abutting property owners is the actual cost of the line. If existing lines are inadequate, such as smaller than eight inches, then when the installation of an adequate size line becomes necessary the abutting property owner will be required to pay the total cost of an adequate sized line,

Connection to New Water Line Extensions -

Where a line needs to be extended, if a favorable petition of 51 percent of the property owners and including 51 percent of the property along the extension is received by the city, the city extends the line and the actual cost of the line is then assessed against the adjacent property owners. Inside the city if a line larger than eight inches is needed, the city pays the additional cost involved. Outside the city the abutting property owners pay all costs of large lines. (In the case of industries which have located outside the corporate limits, generally the city and county share the cost of extending the water line and in most cases no charge is made to the industry.)

In the case of new subdivisions both inside the city and in the one-mile area, the developer is required to install a minimum eight inch line in accordance with city specifications at no cost to the city in order to connect with city utilities.

WATER AND SEWER SERVICE CHANGES

INSIDE CITY LIMITS		OUTSIDE CITY LIMITS
Water Rates		Water Rates
Minimum 2,000 gals.	\$1.65	\$ 3.30
Next 6,000 gals.	50¢ per 1000	1.20 per 1000
Next 14,000 gals.	45¢ per 1000	1.15 per 1000
Next 20,000 gals.	41¢ per 1000	1.10 per 1000
Next 20,000 gals.	37¢ per 1000	1.05 per 1000
Next 63,000 gals.	33¢ per 1000	1.00 per 1000
Next 50,000 gals.	29¢ per 1000	.58 per 1000
Next 325,000 gals.	27¢ per 1000	.50 per 1000
All over 500,000 gals.	25¢ per 1000	.40 per 1000
For domestic Strength Sewage Service a/ charge, 60% of total water charge (Minimum \$1.00)		For Domestic Strength Sewage Service a/ charge, 60% of total water charge (Minimum \$1.00)

Meter deposits on all new residential accounts \$10.00 inside City Limits and \$15.00 outside City Limits.

Tapping charges should be the following schedule to cover actual costs to the Town; these costs include the Town's cutting into the streets instead of the plumber or developers.

WATER TAPS

INSIDE CITY LIMITS		OUTSIDE CITY LIMITS
Size Tap	Charge	Charge
3/4"	\$125.00	\$ 250.00
1"	\$175.00	\$ 350.00
2"	\$600.00	\$1,000.00

All sizes above 2" Time and Materials

Note: If street is unpaved, deduct \$15.00 from above totals.

SEWER TAPS

4"	\$ 50.00	\$ 100.00
6"	\$ 60.00	\$ 120.00

Note: Proposed sanitary sewer tap costs assume one street cut and one trench for both water and sewer taps and do not include street repair charges which are already included in above water taps charges. If sewer taps only is made - then add to the sewer tap charges \$25.00 for paved street and \$10.00 for unpaved street.

a/ For wastes of strength above 250 ppm., additional surcharge for the portion above 250 ppm., will be made to cover fixed charges and amortization costs of additional plant capacity required for treating said industrial wastes; and also to cover cost incurred by Town in treating said wastes.

CITY POLICY: Sewer Line Connection and Extensions

Connection to Existing Sewer Line -

When making a house connection to an existing sewer line, the special assessment levied against the abutting property owners is the actual cost of the line. If the existing line is inadequate, such as smaller than eight inches, then when the installation of an adequate size line becomes necessary the abutting property owners will be required to pay the total cost.

Connection to New Sewer Line Extensions -

Where a line needs to be extended, if a favorable petition of 51 percent of the property owners and including 51 percent of the property along the extension is received by the city, the city extends the line and the actual cost of the line is then assessed against the adjacent property owners. Inside the city if a line larger than eight inches is needed, the city pays the additional cost involved. Outside the city the abutting property owners pay all costs of larger lines. (In the case of industries which have located outside the corporate limits, generally the city and county share the cost of extending the sewer line and no charge is made to the industry.) Where an industry adds sewage to the city system in excess of 250 parts per million an additional service charge is made to treating said industrial waste.

In the case of new subdivisions outside the City, the developer is required to install a minimum eight inch line in accordance with city specifications at no cost to the city in order to connect with city utilities.

CITY POLICY: Street Paving - (Non-state or non-federal highways located in the City of Dunn)

Existing streets within Dunn are paved by the city, when a favorable petition of at least 51 percent of the property owners and including 51 percent of the property located along a street is received by the city. A special paving assessment is then levied against the abutting property owners on a front foot basis.

In the case of new subdivisions outside the city the developer is required to pave all streets in accordance with city specifications in order to connect with city utilities.

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